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September 30, 2003

TO: Supervisor Yvonne Brathwaite Burke, Chair
Supervisor Gloria Molina
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

FROM: J. Tyler McCauley 
Auditor-Controller

SUBJECT: **CHIEF ADMINISTRATIVE OFFICE SERVICE INTEGRATION BRANCH
REVIEW**

On May 16, 2000, the Board of Supervisors (Board) approved the creation of the Service Integration Branch (SIB) within the Chief Administrative Office (CAO) and instructed the Auditor-Controller to evaluate and report on SIB's effectiveness one year after its implementation. SIB's mission is to support and coordinate collaborative policy development initiatives. On May 31, 2001, we issued a report that noted SIB had made progress in achieving the objectives set by the Board. However, most of SIB's efforts in the first 12 months had been in developing its staff and organizational structure and action plans. We reported that, after allowing SIB sufficient time to obtain experience and data necessary to evaluate actual results, we would conduct a follow up review. We have completed the review and this is our report.

Review Summary

SIB continues to make progress in achieving the objectives set by the Board. Also, SIB's stakeholders are generally satisfied with the performance of SIB's staff. Since our initial review, SIB has reported implementing 33 action plans, providing support on 41 initiatives/projects, responding to 38 Board requests, and preparing 529 reports and analyses. In addition, SIB's facilitation efforts on several projects have resulted in improved service levels to children and families in Los Angeles County.

We noted that SIB can improve its project monitoring by establishing key performance levels (benchmarks) and improving the accuracy, consistency, and completeness of data in its management reports. In addition, SIB established 16 quantitative performance measures and six qualitative performance measures, but SIB does not yet have the data collection ability to calculate five of its six qualitative performance measures. Details of our findings are attached.

Acknowledgement

We reviewed our report with SIB management. In their attached response (Attachment III), SIB reported a commitment to confirming appropriate measures and developing automated processes to support the collection, tabulation, analysis, and review of key performance data for SIB.

We thank SIB management and staff for their cooperation and assistance during this review. Please call me if you have any questions, or your staff may contact DeWitt Roberts at (626) 293-1101.

JTM:DR:DC

Attachment

c: Chief Administrative Office

David E. Janssen, Chief Administrative Officer

Alisa Drakodaidis, Director, Service Integration Branch

Violet Varona-Lukens, Executive Officer

Public Information Office

Audit Committee

County of Los Angeles
Chief Administrative Office
Service Integration Branch Performance Review

September 2003

Prepared by:
Department of Auditor-Controller

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CHIEF ADMINISTRATIVE OFFICE SERVICE INTEGRATION BRANCH REVIEW

COMMENTS AND RECOMMENDATIONS

Background

On May 16, 2000, the Board of Supervisors (Board) approved the creation of the Service Integration Branch (SIB) within the Chief Administrative Office (CAO) and instructed the Auditor-Controller to evaluate and report on SIB's effectiveness one year after its implementation. SIB's mission is to support and coordinate collaborative policy development initiatives; assist County departments to integrate service delivery systems; and help provide children and families with needed information.

On May 31, 2001, we issued our report that noted SIB had made progress in its efforts to achieve the objectives set by the Board. However, most of SB's efforts in the first 12 months of operation had been in developing its staff and organizational structure and action plans. We reported that, after allowing SIB sufficient time to obtain experience and data necessary to evaluate actual results, we would conduct a follow up review.

Methodology

Our review consisted of interviewing SIB management and staff and stakeholders, reviewing SIB program documentation, reviewing established performance measures and goals, and attending meetings conducted by SIB staff that included collaborating agencies.

SIB's Accomplishments

Since our initial review, SIB has reported implementing 33 action plans, providing support on 41 initiatives/projects, responding to 38 Board requests, and preparing 529 reports and analyses. In addition, we noted that SIB's facilitation efforts on several projects have resulted in improved tools and resources available to stakeholders (e.g., constituents, County departments, contractors, etc.) that improved service levels to children and families in Los Angeles County. The following are some of SIB's major accomplishments.

- SIB and its stakeholders created a document called the Universal Face Sheet (UFS). The UFS contains general client information required by most County departments. The UFS streamlines the process of requesting services from departments by allowing the client to provide, in one form, information required by most health and human service providers. The UFS decreases the number of times a client needs to complete distinct intake forms.
- SIB and its stakeholders also created the Most Commonly Required Fees Document (MCRD) and the Outcome Screening Tool (OST) that streamline the

eligibility and referral processes. The MCRD is a matrix that lists documents required to apply for various County administered programs. The documents help determine clients' eligibility for any particular program.

OST scores clients on their current health, safety, economic well being, social and emotional well-being, and education/workforce readiness. The rating determines if an individual needs help, is obtaining help, or is self-sufficient. In addition, OST tracks a client's progress, if the client remains in the system for longer than 30 days.

- SIB and its stakeholders developed the Multi-Agency Co-Location project. The project coordinates space requests by human service agencies for community-based space for health and human service programs. The project also included the development of a conceptual prototype for a "one stop" center for County multi-agency programs.

As noted in the following section, stakeholders are satisfied with the performance of SIB's staff.

Stakeholder Feedback

We interviewed 12 stakeholders for six projects (two stakeholders per project) SIB managed. The stakeholders were from other County departments, community-based organizations and members serving on Service Planning Area councils. We requested their opinion of the level and quality of services provided by SIB staff working on the projects.

The stakeholders were satisfied with the performance of SIB's staff and commented favorably on SIB's ability to effectively coordinate meetings, keep workgroups focused on their missions, and provide staff support for meeting workgroup goals.

We did note SIB does not interview stakeholders on a regular basis for feedback on the effectiveness of SIB staff working on the various projects or request comments on areas to improve. Management can use stakeholder feedback to evaluate an organization's effectiveness and service delivery. To increase SIB managers' awareness of their staff effectiveness and service delivery, SIB management should conduct periodic surveys of its stakeholders.

Recommendation

- 1. SIB management conduct periodic surveys of its stakeholders to obtain feedback on SIB's effectiveness and areas where it can improve.**

Performance Measures

SIB developed 22 performance measures (Attachment II) to quantify and measure quality for its efforts in coordinating and supporting Countywide collaboration. Sixteen (70%) of the performance measures focus on tracking the number of service units SIB staff provide, such as the number of meetings attended, work plans implemented, and reports issued. The remaining six (30%) focus on the quality of services, such as the increase in services delivered in a seamless fashion among County departments and their partners.

Generally, the performance measures established by SIB provide an adequate basis to evaluate its performance in all the SIB key areas (seamless services to families and children, use of updated technology, etc.) and evaluate SIB's overall impact. We did note opportunities for SIB to improve its performance measures.

SIB has not clearly defined each performance measure and staff is not reporting them in a consistent manner. The monthly Status Sheets list the services that SIB staff provided during the reporting period and are used by project managers to track the project's performance. We noted that SIB staff does not always classify the same or similar services in the same manner. For example, one staff included the updating of telephone listings as the issuance of a report, while other staff included in this category only included final reports that SIB issued. To ensure the integrity of the underlying data on which the performance measures are calculated, SIB management should clearly define each performance measure and have staff to report them in a consistent manner.

SIB has not established key performance targets (benchmarks) for its performance measures. For example, one quantitative performance measure is the number of integrated information systems among County departments. However, SIB has not established a benchmark to use in evaluating the increase in integrated information systems.

SIB does not yet have the data collection ability to calculate its qualitative performance measures. SIB managers have not collected data to evaluate five of these six performance measures. SIB reported that data collection for these five will begin in June 2003.

Recommendations

SIB management:

- 2. Ensure that all performance measures are clearly defined and require staff to report them in a consistent manner.**
- 3. Establish key performance targets (benchmarks) for its performance measures.**

Recommendations (cont'd)

4. Begin collecting data to evaluate the quality of its outcomes.

Management Monitoring

As part of our review, we evaluated the level of monitoring conducted by SIB managers in overseeing project completion. The criterion was that effective monitoring includes establishing planned performance levels (benchmarks). Effective monitoring also includes project managers receiving accurate and relevant information to determine each project is progressing in an acceptable manner and that potential problem areas are identified and corrective action is taken.

The monthly reports used by SIB managers to monitor projects sometimes contain inaccurate and incomplete information. SIB managers receive two reports to monitor a project's progress: Status Sheets and Action Plan reports. The Status Sheets list the quantitative performance measures that SIB staff reported for the period. The reported information is the basis for the annual report used by SIB senior managers to evaluate SIB's overall performance. The Action Plans list each project's key milestones and identify the milestone's planned start and completion dates.

We reviewed the monthly Status Sheets and project Action Plans for the nine projects (Attachment I) and noted the following:

- For seven of nine projects, the Action Plans were untimely and key target dates had been altered. We noted that for five of the nine projects, the project managers receive updated Action Plans only once a year. Additionally, for two of the nine projects, project managers received updated Action Plans in which staff overrode the estimated start and completion dates with the actual dates, without documented management approval. This limited management's ability to determine if the projects were behind schedule. SIB management should require staff to update Action Plans on a regular basis and to obtain and document management approval of all changes to project milestones.
- SIB manual tallies of reported staff activity result in incorrect information on its annual summary reports. At year-end, SIB prepares an annual staff activity report by manually tallying the activity reported on the various monthly Status Sheets. The monthly Status Sheets are filed within each project's case file. We noted that for seven of the nine projects, the number of activities reported on the annual summary status report did not agree to the sum of the activities reported on the monthly Status Sheets. According to SIB staff, the differences were attributed to mathematical errors. SIB should consider using an Excel spreadsheet to track and compile staff activity for reporting purposes.

- SIB project managers do not provide senior managers with written project status reports on a regular basis. SIB project managers provide senior managers with verbal updates of their projects at unscheduled intervals. SIB management should require project managers to submit status reports to their senior managers on a regular basis. Written project status reports document the status of project milestones and reasons for any delays. The reports also allow senior managers to more easily evaluate the projects' accomplishments since the prior reporting period.

Recommendations

SIB management:

5. **Require staff to update Action Plans on a regular basis and to obtain and document management approval of all changes to project milestones.**
6. **Consider using an Excel spreadsheet to track and compile staff activity for reporting purposes.**
7. **Require project managers to submit written status reports to their senior managers on a regular basis.**

SERVICE INTEGRATION BRANCH PROJECTS

1. County Wide Strategic Planning
Service Integration Forum (SIF) – Action Plan
2. **SIF - Access to Services**
3. **SIF - Customer Service and Satisfaction**
4. **SIF - Multi Agency Service Delivery**
5. **SIF - Data/Information Sharing**
6. **SIF - Funding for Services**
7. **SIF - Pursuing Long-Term Success**
8. AB 212: Investing in Early Educators
9. CalWORKS
10. Census Support
11. Centralized Eligibility List
12. Child Care Center – Van Nuys – Third District
13. **Children's Budget**
14. Community Based Planning Protocol
15. County Identification and Information System
16. Demographics
17. Economic Database Development
18. Emergency Operations Center
19. Employee Child Care Strategic Plan
20. Family Resource Centers and Contract Simplification
21. **GIS Development: Web GIS Mapping Platform Project**
22. Long-Term Family Self-Sufficiency
23. Los Angeles Services Identification and Referral System
24. Management Assignment Tracking System
25. Passport
26. Redistricting
27. SIB Web Page
28. **Multi-Agency Co-Location Service Integration (Space Coordination)**
29. Special Needs Housing Alliance Protocol
30. Thomas Updating System
31. Unix Server Acquisition

Note: The bolded names identify the nine projects reviewed.

**SERVICE INTEGRATION BRANCH
LISTING OF PERFORMANCE MEASURES**

Quantitative Performance Measures

1. Number of action plans developed and implemented for projects
2. Number of presentations made and meeting convened by SIB
3. Number of meetings attended by SIB staff
4. Number of requests for SIB support services
5. Number of initiatives/projects supported by SIB
6. Number of Board requests
7. Number of analyses, reports, and recommendations prepared by SIB staff
8. Percentage of action plans developed and implemented in an acceptable and timely manner for projects
9. Percentage of Board Motions/Requests responded to by SIB in an acceptable and timely manner
10. Percentage of analyses, reports, and recommendations completed by SIB in a timely manner and accepted by collaboratives/departments/agencies
11. Increase in the number of areas of collaboration for county departments/agencies and their partners
12. Increase in the number of seamless service delivery systems for county departments/agencies
13. Increase access to information for children and families regarding services available through the website, community meetings, and other means
14. Number of integrated database management and tracking systems
15. Increase access to quality child care
16. Number of departments/agencies/collaboratives that received tangible service delivery benefits

Qualitative Performance Measures

1. Percentage increase in areas of collaboration among county departments/agencies and their partners
2. Percentage increase in services delivered in a seamless service delivery system among county departments/agencies
3. Percentage increase in access to information for children and families regarding services available to them
4. Percentage increase in integrated database management and tracking systems
5. Percentage increase in access to quality child care
6. Percentage of departments/agencies/collaboratives that received tangible service delivery benefits



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September 11, 2003

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Auditor-Controller

From: David E. Janssen
Chief Administrative Officer

Board of Supervisors
GLORIA MOLINA
First District

YVONNE BRATHWAITE BURKE
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

**RESPONSE TO REPORT ON THE CHIEF ADMINISTRATIVE OFFICE SERVICE
INTEGRATION BRANCH REVIEW**

My staff and I have reviewed the findings presented in the Auditor-Controller's draft report and provide the following clarification and responses to the recommendations.

The Chief Administrative Office Service Integration Branch (SIB) supports the work of several County departments and collaboratives to improve outcomes for children and families. Some of the projects SIB has been requested to support have been pursued for over a decade given the complexity of issues associated with institutionalizing change within such a large bureaucracy as the County of Los Angeles. Although SIB and the collaboratives believe substantial change has been accomplished during the past three years, as noted in Attachment A, more work and change is needed.

SIB develops annual performance goals and behaviors for all of its staff positions and regularly reviews progress as its biweekly staff meetings. In addition, the results of implementing project plans and achieving goals are formally reported to the Board of Supervisors, New Directions Task Force, and other collaboratives on a quarterly basis. SIB staff, supervisors, and managers, work with department staff, contract partners, and community representatives to ensure the accuracy, consistency, and completeness of data associated with all of its efforts and reports.

The diversity associated with the types of projects and initiatives supported; the number of multiple partners and stakeholders that SIB works with to implement systemic change; the limitations associated with accessing and sharing Countywide data; and the indirect service delivery nature of SIB's work, add complexity to determining and consistently reporting on appropriate quantitative and qualitative performance measurements. However, my office is committed to confirming appropriate measures

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and developing automated processes to support the collection, tabulation, analysis, and review of key performance data for SIB, as well as other County entities, programs, and initiatives.

Recommendation 1

SIB plans to initiate annual customer service and satisfaction surveys in November 2003 to obtain formal feedback on SIB's effectiveness and identify areas where improvement can be made. The New Directions Task Force Customer Service and Satisfaction Network, which is supported by SIB, is implementing plans to conduct a formal customer survey of health and human services agencies; SIB will survey its customers at this time as well.

However, SIB conducted formal surveys to receive feedback on the effectiveness of its technical training workshops and seminars; all received positive feedback. In addition, SIB management consults with collaborative Chairs to review the effectiveness of staff support to the collaborative and to solicit input on annual staff performance reviews.

Recommendations 2, 3, and 4

SIB management is reevaluating and clarifying the definition of appropriate performance measures and ensuring consistency with the Chief Administrative Office's "Performance Counts!" measurement decisions. Baselines, as well as key benchmark performance targets, will be set in accordance with the implementation of enhanced data collection processes. The capacity to collect qualitative performance measurement data will be further developed as initiatives and recommendations resulting from past planning efforts become implemented.

Recommendation 5

Project managers and supervisors are now required to submit monthly updated action plans. Staff have been provided training to enhance their capacity to use Microsoft Project as a tool for tracking progress. Staff are currently required to include separate planned and actual start and finish dates. Written explanations regarding delays associated with each task are required. Project plans are updated monthly in regard to the status of achieving tasks that were scheduled for completion during the month, or to report on any issues impacting future task completion dates.

However, project plans are considered living documents and must maintain the ability to be modified based on changing priorities; the need to allow more time to thoroughly complete tasks in support of successful achievement of milestones; and the acknowledgement that collaborative work with multiple departments, contractor partners, and community representatives requires flexibility, negotiation, formal approvals, and sometimes rethinking of approach to achieve long-lasting service

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delivery enhancements for improving outcomes for children and families. SIB staff prepares and monitors the progress on project plans with the Chairs of multiple collaboratives. Changes to the project plans are collectively arrived at and the status is reported and reviewed on an ongoing basis with collaboratives.

Recommendation 6

SIB is working on developing an electronic data tabulation process for compiling performance measurement data on a monthly basis and linking it to the submittal of the monthly project plans.

If you have any questions or need additional information, please call me or your staff may call Alisa Drakodaidis at (213) 893-2477.

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SERVICE INTEGRATION BRANCH

COLLABORATIVE WORK

The following are highlights of the collaborative work SIB has supported over the past three years:

- Development of the County's Strategic Plan Goal 5: Children and Families Well-Being and completion of Phase I implementation.
- Development of a restructured Children and Families Budget, which is annually presented as an Addendum to the County's Proposed Budget, to provide the Board of Supervisors, County departments, and the community with a program performance budget that links performance measures with budget allocations, actual expenditures, and funding sources.
- Establishment of standard health and human services Customer Service and Satisfaction Standards to ensure families are treated with respect and courtesy in every interaction they have with County departments, contract service providers, and community partners.
- Development of customer service program designs to confirm achievement of targeted outcomes through the identification of performance measures, goals, project management action plans, and business process improvements.
- Piloting of a single-page matrix in multiple languages which provides information on key health and human service program eligibility requirements, needed documentation for completing application for service, and contact information for applying.
- Implementation of plan to develop an Internet accessible application for quickly and easily identifying Federal, State, and County programs and services for which a family may be eligible to access based on answering a few questions regarding their unique circumstances.
- Adoption of Principles for Partnering that serve as statements of best practices to guide County departments and community partners in their ongoing work to design initiatives intended to improve outcomes for children and families.
- Adoption of standard and consistent health and human services contracting preamble for RFPs and contracts which emphasizes shared values, goals,

standards for delivering service, and processes for measuring performance and results.

- Establishment of a Design Team to develop an Integrated Family Service System (IFSS) to respond to the needs of children in out-of-home care and families receiving two or more services from either DCFS, DMH, CalWORKs (DPSS), or Juvenile Probation.
- Implementation of a revenue maximization plan to further pursue opportunities within three Federal entitlement sources: IV-E Foster Care, Title XIX Medicaid-Targeted Case Management (TCM) and Medicaid Administrative (MA) activities. Opportunities to leverage First 5 LA (Prop 10) funds with County funding sources are also being pursued.
- Development of criteria and parameters for New Directions Task Force member agencies to annually identify departmental priorities; conduct cross-agency review of departmental priorities; and apprise and seek support from stakeholders.
- Implementation of a Strategic Plan to create a Countywide Long-Term Care System for improving outcomes for elderly and disabled adults.
- Adoption of County policy to support the development of Family Service Centers that enable County residents to come to a single location for multi-agency health and human services assessment, obtainment of services, and coordinated referral to partnering service providers.
- Implementation of the Investing in Early Educators Program (AB 212), which has resulted in over 3,000 stipends totaling over \$7.7 million, have been issued to child care workers who have completed additional college level coursework while working directly with children at least 20 hours a week in a subsidized CDE-funded child care center.
- Implementation of the Centralized Eligibility List (CEL), a Web-based system that provides low-income families with a one-stop mechanism to determine their eligibility for the full range of subsidized child care services; streamlines identification of children from an extensive pool of eligible families for California Department of Education/Child Development Division funded child care service providers; and maintains unduplicated information on the number of families who qualify and are in need of subsidized child care services. Twelve agencies have piloted the CEL application which became operational in April 2003. Currently, the CEL contains 52,536 family records and 87,795 children records.
- Conducted a series of seminars addressing key issues in child care and development which include development of child care centers; affordable child care; improving child care quality; raising the bar on child care worker

qualifications and compensation; and zoning for child care. Approximately 400 persons, including over 14 City government representatives, attended the seminars.

- Development of a centralized Geographical Information Systems (GIS) database and mapping platform to support departmental operations and develop online mapping tools, key projects include: Census 2000 data mapping; updating Sheriff reporting district maps; Voter Address Match Rate Over 99%; DPSS Electronics Benefits Transfer Locator enables welfare recipients to find ATMs that will accept their new EBT cards to withdraw money; Community Development Commission Enterprise Zone Locator enables persons and businesses to identify tax advantaged zones for developing businesses; and County Routing provides driving directions and distances through the County portal.
- Implemented the Sex Offender Locator System, an innovative Web application that allows the public to search for the general whereabouts of "high" and "serious" risk sex offender registrants near an address, school, park, library, zip code, and community. During the first 12 hours of operation, the Website received 2.6 million "hits," and 5.5 million over the next three days. Since initial startup, it has provided millions of views of sex offenders in Los Angeles County. The system was awarded a "Best in Class" at the 2003 NACo awards.
- Provided departments with record matching assistance to recover funds for Medical reimbursement and jurisdiction confirmation for misallocated tax revenue. Funds recovered during the past two years include: DMH – \$3,411,940; DHS – \$694,735; and Sales Tax – \$4,145,827.
- Implementation of an enterprise system solution that contains the functionality required for the design, development, and administration of surveys, as well as the analysis and publication of results of data using Web technology was fully implemented. Paper collected data can be merged with online survey data for complete analysis, resulting in a full enterprise solution for collectively tabulating and analyzing paper and electronic surveys.
- Conducted research to evaluate and monitor the impact of the implementation of CalWORKs on families and communities in Los Angeles County to assess any positive and negative outcomes on families and communities resulting from the implementation of Welfare Reform in the County of Los Angeles and issued report: *A Window on Welfare Reform: Early Impacts on Families and Communities in Los Angeles County*.
- Conducted research to measure and evaluate the outcomes of the County's Welfare-to-Work Program and to make policy recommendations to improve the delivery of GAIN services to ensure that parents receiving cash aid are able to obtain and retain jobs that make them economically self-sufficient. Policy recommendations were formulated based on the findings of the evaluation and

issued report titled: *Employment and Earnings Among Welfare-to-Work Participants in Los Angeles County, 1998–2001*.